

FORM No. 62.

FOREST DEPARTMENT, BOMBAY, NORTHERN CIRCLE.

Financial Results of the year 1889-90.

Division.	TIMBER AND OTHER PRODUCE REMOVED FROM THE FORESTS BY GOVERN- MENT AGENCY.		OTHER REVENUE.		FORMATION, PROTECTION, AND IMPROVE- MENT OF FORESTS.	TOTAL.		REMARKS.
	Receipts.	Charges.	Receipts.	Charges.	Charges.	Receipts.	Charges.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	
North Thána ...	4,222	3,241	2,62,813	9,028	69,742	2,67,035	82,011	
South Thána ...	8,941	9,081	1,90,828	4,852	88,660	1,99,829	1,02,593	
East Khándesh ...	21,834	4,695	76,135	5,608	44,029	97,969	54,332	
West Khándesh...	40,612	5,421	1,26,242	6,410	51,946	1,66,854	63,777	
Násik ...	8,011	2,505	81,097	2,741	61,683	89,108	66,929	
Ahmednagar ...	13,110	2,964	29,249	655	51,015	42,359	54,634	
Poona ...	39,888	8,308	58,073	4,061	79,385	97,961	91,754	
Sátára ...	27,320	9,106	48,538	5,003	56,779	75,858	70,888	
Sholápur ...	2,077	641	17,269	451	29,775	19,346	30,867	
Surat ...	31,710	18,980	36,384	9,783	28,312	68,094	57,075	
Panch Maháls ...	3,333	1,354	57,794	1,595	27,548	61,127	30,497	
Total ...	2,01,053	66,296	9,84,482	50,187	5,88,874	11,85,540	7,05,357	

A. T. SHUTTLEWORTH,
Conservator of Forests, Northern Circle.

Dated Poona, 31st October 1890.

No. 5287 of 1890.

REVENUE DEPARTMENT.

Camp Ahmedabad, 19th December 1890.

Forwarded.

The Conservator's report shows as usual a complete grasp of his subject, and Mr. Shuttleworth may, if the Commissioner may venture on the compliment, fairly take credit for the continued success of his department, which practically owes, in the Northern Circle at least, its organization and working to his own long and arduous labour. At the same time the Commissioner must admit that the results, though satisfactory to the Forest Department, are not always so much so to other departments or to the public.

2. As a good deal of correspondence has taken place only recently about the Thána forests which yield the bulk of the revenue of the Northern Circle, and as Mr. Shuttleworth has said but little about the forests of the Panch Maháls and Surat, the Commissioner will not add many remarks on this occasion.

Chapter I, paras. 18 to 25.—The figures of area for Thána appear to require explanation, though perhaps the Commissioner does not rightly understand them. As there are four tálukas as yet undemarcated and unsettled in Thána, it is plain that more than 10 square miles and 452 acres await forest settlement, and the large proportion which Protected bears to Reserved according to the table given in para. 15 is due, the Commissioner supposes, to the area in the undemarcated tálukas where most of the forest still stands as protected, having been included.

Para. 26.—Mr. Owen may have completed the Váda and Máhím reports, but they have not yet reached the Commissioner, though promised by the end of October. He believes the Váda report has been submitted to the Collector. The Commissioner has already addressed Government with a view to a Forest Settlement Officer being appointed for the remainder of the district.

Para. 42.—It is of importance that the demarcation of the boundaries of reserved forest should be pushed on; but owing to the strength of the establishment being devoted to demarcating coupes it cannot proceed so fast as the Commissioner would like. Still 155 miles in one year in Thána and 118 in the Panch Maháls is evidence of some progress. Until the people thoroughly understand the boundaries between reserved and protected and between protected and out forest, trespassing must be expected. One of the reasons why there has been trouble in Thána is that orders have been given to leave open on occasion various portions of the forests, but measures have not been taken for giving the people from time to time visible indications of the portions open.

Para 43 *et. seq.*—A great want in Thána is a code of privileges, and as the Commissioner writes, a draft which he has been expecting for six months has arrived. A knowledge on the part of all, both officials and the public, of the privileges granted is most important, the circular by Mr. Vidal on the subject needing modification in consequence of the working plans system.

Para. 54.—The Commissioner quite concurs in the value of the 8" maps.

• • Para. 59 *et. seq.*—It is obvious that a forest in which free license to lop everywhere is given must suffer and the working plans system described in para. 64 affords a foundation upon which gradually much reform may be built up. It provides amply for the local needs of timber and firewood, but the ráb yield which was to be one of the fruits of it was in the year under report not taken advantage of, and indeed in North Thána the rayats were not allowed to take advantage of it. How to utilize it consistently with forest arrangements is a problem at present under consideration.

It must, at the same time be recollected that under the working plans system the whole forest will be cut down in forty years and therefore it is absolutely necessary that the Forest Department should conserve the young growth in the coupes. The Conservator in para. 68 rightly dilates on the importance of this. For, it is obvious that if, when the young teak and seedlings are shooting, cattle graze them down, fires wither them, or rayats cut them for ráb, the forest is practically destroyed for ever. The Commissioner feels, therefore, a little surprised that the Conservator has said nothing as to the measures taken for preserving the coupes. He states, indeed, that that is the duty of the Revenue Department, but conserving is the Conservator's own duty as well as cutting. What the Collector and his officers can do by their influence should and no doubt will be done. Government have indeed sanctioned the deputation of a special Revenue officer to try and induce the rayats to take the coupe ráb. But if the Forest Department does not of its own motion endeavour to induce the rayats, and indeed it put obstacles in their way last year, to take the ráb and if it then leaves valuable young saplings unguarded by fire-path, wire fence or forest guards, mischief must be expected to ensue. The Forest Department have done much in the way of cutting; they should now show their capacity for conserving, and one effectual mode of securing the co-operation of the rayats will be by helping them freely to obtain the concessions which Government have granted. But the department, smarting no doubt at the sight of damage done and determined upon preventing a repetition of, have, the Commissioner fears, yet to learn this policy, and the rayats, even rayats who would bring their custom to it and are willing to purchase forest produce, meet with but a cold welcome. A continuance of this attitude is full of risk to the working plans system, for the forests are being cut down and their reproduction must be secured at any cost. The Commissioner is bound to say at the same time that so far as he has seen himself, the young coupes have not yet suffered. But for the present, seeing that the coupe revenue is now close on four lakhs a year, it would perhaps not be too much to appoint one policeman on Rs. 8 solely to guard the young growth, say one policeman to two blocks. The Commissioner mentions policemen advisedly, as there would then be no possibility of the men being taken off for other duty and the police force supplies guards for other departments already. There are 303 blocks, and if 150 policemen were employed on Rs. 8 a month, the cost would be Rs. 14,400, say Rs. 15,000, as insurance for a revenue of almost four lakhs.

The Commissioner would invite attention to one matter, which is however a detail that the Conservator no doubt contemplates providing for. The theory is (*vide* para. 68) that for ten years the coupes should be "closed against man and beast." But this may mean that the saplings will, in the Konkan, be choked by the rank growth of grass which, if set fire to, would destroy everything. It would be well if the rayats could be induced to take away such grass for ráb or food for cattle.

In para. 67 the passage occurs: "Their highest officers have reported to Government that there are practically no complaints on the part of the people to obtain the satisfaction of their legitimate demands upon the forests." This may possibly refer to passages in paras. 1 and 6 of the Commissioner's letter No. 1712 of 21st May 1890. Para. 6, however, only referred to firewood and local timber needs. In the same letter the Commissioner pointed out that the ráb, whether from coupes or from concessions in reserved forests, had not been made available, and although at that time he had heard few complaints and those seemed capable at that time of easy remedy, the Commissioner has since heard more complaints and he fears with more experience that the remedy is not easy till the Forest Department becomes conciliatory as well as strict.

A special section should, the Commissioner recommends, be devoted, in future years, to the measures taken for protecting the coupes.

Para. 89.—In Thána, grazing difficulties are likely to be surmounted, as the Conservator proposes to allow grazing in the whole forest excepting in closed coupes, and if the forest guards are properly instructed and the coupes are clearly demarcated there should be no difficulty, though of course in years to come, when a belt of 10 coupes is interposed between a rayat and his grazing, the temptation to let the cattle out at night into the coupes close at hand, in

preference to sending them by day to a distance, will be considerable. It must however be guarded against and this makes it all the more desirable to clear away the grass out of the coupes. In special cases the omission of a compartment at intervals might be resorted to, if the Collector recommended it.

Para. 92.—A reference will be made to the Magistrate of Thána as to the reported insufficiency of pounds.

Para. 100 *et seq.*—It is satisfactory that fires have decreased. The late Collector of Thána has recently made proposals for specially dealing with this evil, which the Commissioner has referred to the Conservator.

Para. 106 *et seq.*—The table in para. 107 contains a misnomer. The area of 4,005 acres in South Thána, which yielded only Rs. 925, or under 4 annas an acre, can scarcely be described with accuracy as "valuable kurans."

Except in the case of any really valuable grass kurans where it has been customary to sell the grass and grazing by auction and they fetch a high price, the practice of annual auctions should be discontinued.

of this grass is contrary to the provisions of Government Resolution No. 7467 of 15th September 1885, para. 1, quoted in the margin, which are still in force in spite of the grazing rules and fees that follow having been remodelled. The reason is obvious. If the rayats of a village have been accustomed to graze in a particular locality for years, it is undesirable that a young forest officer, with the laudable desire of increasing the Government revenue, should turn them out and sell the grass, putting them to more inconvenience than the grass is worth. Government will, I hope, reiterate their views upon this subject. It is necessary that the Collector should know what are considered by the Forest Department "valuable kurans," or he cannot tell the people where they may go to graze and where they may not go. The Commissioner would suggest that the Collector and Divisional Forest Officers should jointly settle the names of the "kurans," and if at any time owing to demand for grass or other reasons the Divisional Forest Officer wishes to sell grass in other areas he can obtain the consent of the Collector who will see that grazing privileges are provided for otherwise, and that the village officers and people are told what is going to be done. It is true that the sale of so-called "kurans" throughout the circle produces $1\frac{1}{4}$ lakhs of revenue, but as the new rules raise the grazing fees and impose them on all cattle except cultivators' cattle of villages which have contributed gáirán to forest, a reduction in the proceeds from grass will be made up in another legitimate way. It is the unsettled state of things, the not knowing where to graze and where not, that causes trouble. All over the Presidency it should, the Commissioner suggests, be the rule that if any portion of forest is closed, immediate intimation should be given to the people through the Collector. They should not be left to learn it from a forest guard, whose action they may attribute to arbitrary power, and who is not empowered to listen to any complaints. The Conservator has been good enough to promise that this shall be the rule in Thána. It is only right to add that Mr. Shuttleworth has in a Circular No. 2860 of 29th August last ordered the Divisional Forest Officers and their subordinates to induce the villagers to go into the coupes and take the ráb, and if the Conservator's subordinates act in the spirit of his orders a very great step will be made. But from the Commissioner's observation, he is inclined to think that the forest subordinates, careful of course for their own reputation and afraid of damage to the forests, have done nothing as yet towards it. The best of orders is waste paper if it is not vigorously carried out.

Para. 113.—As far as the Commissioner is aware, the object of Government in passing the recent grazing rules was to consolidate orders, bring grazing privileges under better control, and revise the fees. It is not clear how the "real interests of the rural cattle" can be furthered by charging more highly for the grazing. The Conservator seems in error in saying that "seasons of grazing" are contemplated by the rules which are silent on that subject. "Limitations of grazing" will, if the Commissioner is not mistaken, yield to a tendency to raise revenue from as many cattle as possible. Allusion is made to "illicit grazing," but customary grazing that has been enjoyed for generations should not be stigmatised as "illicit," merely because for good reasons it has now been decided to make a charge for it.

Para. 143.—The roads under construction in Thána will be of the highest value to the Forest Department, and also to the district generally.

Para. 147.—The sale of coupes to contractors is greatly to be preferred for obvious reasons to departmental sale, but when coupes are not taken up by contractors, they must be worked departmentally, or how are the people to get the ráb and firewood that has been promised to them? Not to cut a due coupe would be to break the backbone of the working plan system in Thána. Yet to cut it, and not sell the timber, is wasteful. It would be advisable to admit the people to the coupe and allow them to take the firewood and ráb, leaving the denuded trees standing. The trees will not die, and though their future growth may be impeded, they will fetch their value as timber in the succeeding year. The Commissioner is glad to learn that the Conservator has agreed to this plan, as regards ráb.

Para. 158.—The Thána forests, in spite of unsold coupes, yielded Rs. 3,80,000 worth of timber against Rs. 3,20,000 in the previous year. This is satisfactory, but, as has been observed, if the coupes are not protected, that revenue of close upon four lákhs a year will be imperilled.

Para. 162.—The slack demands in North Thána for bámbos are due, so the Commissioner was recently informed, to an enhancement of the fees, though purchasers did not object to that so much as to the strictness of forest guards who, it was said, insist on unloading every cart, and upon opening every bundle of 50 bámbos, no matter how many times the loads have been opened before, lest a portion of timber for an axle or a plough handle should be concealed within the bámbos. The Commissioner has brought the matter to the Conservator's notice. Smuggling must be prevented, and it is difficult to interfere with forest guards' discretion. But just as a custom-house officer does not examine every article of clothing in a traveller's baggage, although he has the power to do so, so forest guards might be brought to exercise their powers with judgment. It would be interesting to know the reasons for the different rates charged for bámbos. The Commissioner finds the prices fetched are as follows:—

North Thána	...	...	Rs. 37 for 1,000
South Thána	...	...	" 27 " "
East Khándesh	...	...	" 14 " "
West Khándesh	...	...	" 10 " "

No doubt the price near Bombay should be higher, but the cost of transport alone would scarcely explain these differences.

Para. 184.—The Commissioner concurs in the opinions recorded of Messrs. Gleadow and Millett, so far as their ability, industry, and devotion to forestry are concerned. But if those gentlemen paid equal attention to carrying out the wishes and orders of Government as regards rayats' rights and privileges, the Commissioner would have still greater pleasure in commending them. Recent orders of Government will, it is hoped, go some way to the desired end. Undoubtedly one of the chief objects of the Forest Department is to bring people into discipline and convert vague and mischievous habits into method and order. But judgment is needed for enforcement of the rigid rules of French and German conservancy upon an Oriental people, and when privileges are being curtailed and brought under control as they must be, a loyal endeavour to meet admitted needs is likely to pay in the long run. The Commissioner gladly states that in the Panch Maháls a give-and-take policy prevails, which he would like to see in Thána. Undoubtedly the Forest Department have great difficulties for which allowance perhaps is not always sufficiently made, and they are bound to keep in view a high standard of conservancy, but a little more considerateness would, the Commissioner feels sure, tend much to reduce friction.

H. E. M. JAMES,
Commissioner, N. D.

FROM

W. A. EAST, ESQUIRE,
Acting Commissioner, C. D. ;

To

THE CHIEF SECRETARY TO GOVERNMENT,
Revenue Department.

Poona, 23rd December 1890.

SIR,

I have the honour to submit with my remarks the Forest Administration Report of the Northern Circle for the year 1889-90 received from the Conservator with his memorandum No. 4423, dated 6th instant.

2. Paras. 18 to 21.—The addition to "Reserved Forests", as far as the Central Division is concerned, amounted to 35 square miles and 193 acres, which, with the exception of 368 acres added on account of rectification of areas or correction of book entries, represents a solid accession to the forest area. The largest addition was in the Sâtára Division, and the smallest in West Khândesh.

3. Para. 22.—The statement embodied in this paragraph shows that, of the 65 tálukas in the Central Division, the demarcation work in 59 has been completed; in 5 tálukas the work has been commenced but not yet completed; and in only 1 táluka, viz. Sindkheda, in the Khândesh District, has the work not yet been undertaken.

4. Paras. 23 and 24.—The area of occupied lands within demarcation limits, acquired for forests, in the Central Division, was 4,352 acres and 3 gunthás. The total amount of money compensation paid for this land was Rs. 5,151-4-4. The largest area acquired was in the Ahmednagar District.

5. Paras. 25 to 33.—The only district in the Central Division in which the work of forest settlement enquiries is considerably in arrears is Khândesh. Mr. Dodgson has, however, made very satisfactory progress, as will be seen from paras. 27 and 28 of the report. It is much to be regretted that the late Collector of Násik did not, before making over charge, submit the forest settlement proposals for the Dindori Táluka to which reference is made in para. 29 of the Conservator's report. It is hoped that his successor will not allow the delay to continue. The orders of Government have now been received on the Singhar and Donja demarcation and settlement proposals, and the rights of the shetsandis determined after more than 50 years of correspondence.

6. Para. 42.—Satisfactory progress was made in the erection of special forest boundary-marks, especially in the districts of Násik and Poona.

7. Paras. 83 to 85.—Except in the East and West Divisions of Khândesh where the percentage of failures shows a marked diminution, forest prosecutions have not, as far as the Central Division is concerned, been attended with the same measure of success as during the previous year. The figures for the Poona and Sâtára Districts are especially unsatisfactory. The Conservator states that "it is difficult to assign a cause for this." One cause which came to my notice, when Collector of Poona, was the considerable delay in preferring complaints of petty offences.

8. Paras. 86 to 90.—Offences of injury to forests by fire were most noticeable in the Khândesh District, more especially in the west. A large number of cases also occurred in the same district under the head of "Unauthorized fellings or appropriation of wood, &c." This, considering the wild nature of the country and people, is scarcely matter for surprise. In the Poona District too numerous cases under "Unauthorized fellings and appropriation of wood, &c.," and "Grazing without permission" appear to have occurred. More than four times the cases that were taken into Court were compounded under Section 67 of the Indian Forest Act. The largest number compounded during the year under report was, as in the previous year, in the Ahmednagar District, and the

smallest in Satara. The amount realized by the Forest Department in this manner was Rs. 17,074-15-0, of which Rs. 15,008-15-0 were on account of the Central Division.

9. Paras. 91 to 95.—The number of cattle impounded for trespassing in forest areas was exceedingly large in the Ahmednagar and Poona Districts, especially in the former; and in this respect there has been no improvement over the previous year. There is no doubt that the question of grazing is surrounded with many difficulties, and it is not easy to hit upon its satisfactory solution. The description of the barren rock tracts which constitute a large proportion of the Deccan grazing grounds as forests under regeneration and abounding in luxuriant vegetation is, to say the least, too highly coloured for the most part, and the large figures representing the number of cattle impounded suggest doubts whether the present system is not too violent a departure from old established custom. The entrustment of grazing interests to a department in its very nature hostile to them can only be regarded as an experiment which should be carefully watched. The tendency of the department is, it cannot be doubted, to subordinate all interests to the growth of timber. A diminished supply of good milk, mutton and beef is a heavy price to pay for a few square miles some decades hence of worthless scrub jungle. If the Forest Department had its way, it would abolish goats altogether and permit sheep to exist only on private land so far from forests as to be safe from straying into them. Before making over grazing land to the Forest Department it would be well if closer inquiry were held whether they could do any good with it, either directly by raising wood or indirectly by protecting the surface of the soil in exposed situations. My sympathies are entirely with the Forest Department except where there is danger of its trenching on valuable sources of food supply without profit to its own cause. The Conservator in his remarks on the perversity of graziers seems to forget that the so-called forests are artificial creations of yesterday, whilst as grazing grounds they have existed for generations in a country which is notoriously conservative of ancient custom. They are frequently unrecognizable as forests in the common use of the term.

10. Paras. 100 to 105.—The area burned by forest fire during the year under report was, as far as the Central Division is concerned, less in every Forest Division, except East Khândesh and Poona. It is satisfactory to note that the Forest Department has received cordial assistance from village officers and forest villagers in the suppression of forest fires.

11. Paras. 106 to 114.—The revenue from grass and grazing shows a steady development on the whole, although receipts in particular districts have fallen off. The causes of the several increases and decreases have been briefly explained by the Conservator.

12. The remarks on broad-cast sowing as a means of reproduction are interesting and instructive. The mention of the usefulness of prickly-pear as protection for seedlings suggests a method whereby that much-abused plant might be turned to advantage in raising groves in the neighbourhood of villages. After its purpose had been served the prickly-pear might be removed if it were not possible to select for broad-casting seeds of trees under the shade of which it would die out.

13. Para. 166.—It is noteworthy that the number of demands for free grant of timber has very considerably decreased during the year under report. The number of grants in 1889-90 was 1,936 only as compared with 3,440 in 1888-89 and 4,049 in 1887-88.

14. The net financial results of the forest administration are satisfactory, indicating steady progress and development which are in themselves the best testimony to Mr. Shuttleworth's ever increasing experience and unflagging zeal in the department he has ably managed for so many years.

I have the honour to be,

Sir,

Your most obedient Servant,

W. A. EAST,

Acting Commissioner, C. D.

SIND CIRCLE.

From

THE ACTING CONSERVATOR OF FORESTS,
SIND CIRCLE.

To

THE SECRETARY TO GOVERNMENT,
REVENUE DEPARTMENT,
BOMBAY.

*Conservator's Office,
Hyderabad, 10th September 1890.*

SIR,

I have the honor to forward herewith the Forest Administration Report of the Sind Circle for the year 1889-90, with its subsidiary statements.

I have the honor to be,

Sir,

Your most obedient Servant,

W. S. HEXTON,
Acting Conservator of Forests, Sind Circle.

(Submitted through the Commissioner in Sind.)

ANNUAL FOREST ADMINISTRATION REPORT OF THE SIND
CIRCLE FOR THE YEAR 1889-90.

CHAPTER I.

Area and Boundaries.

The following areas are reported as having been eroded and deposited by the action of the river on the forests on its banks :—

Name of Division.				Area lost by the action of the river.	Area gained by the action of the river.
				Acres.	Acres.
Sukkur	...	...	...	1,425	6,235
Naushahro	...	...	...	1,250	740
Hyderabad	...	...	...	1,300	550
Jerruck	...	...	...	200	...
Total...				4,175	7,525

These areas are mere estimates of what has taken place, and owing to the uncertain nature of the accretions should not, in my opinion, be annually